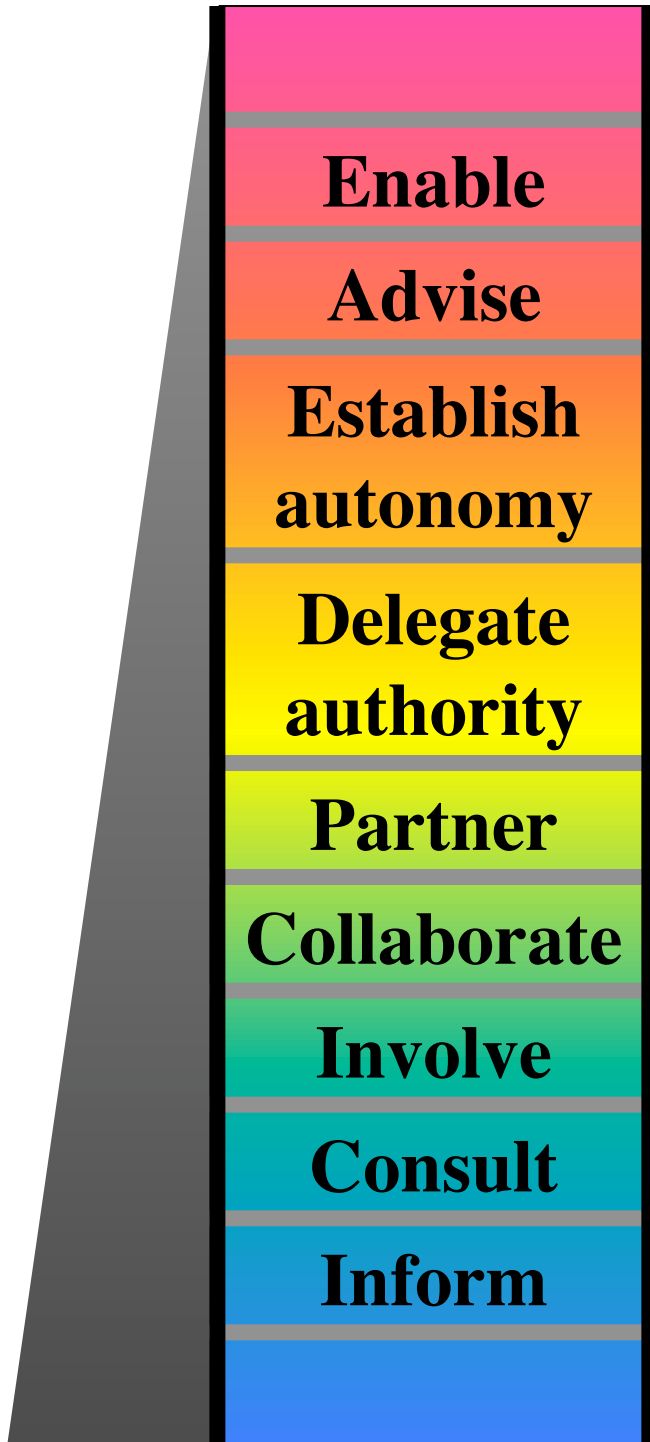
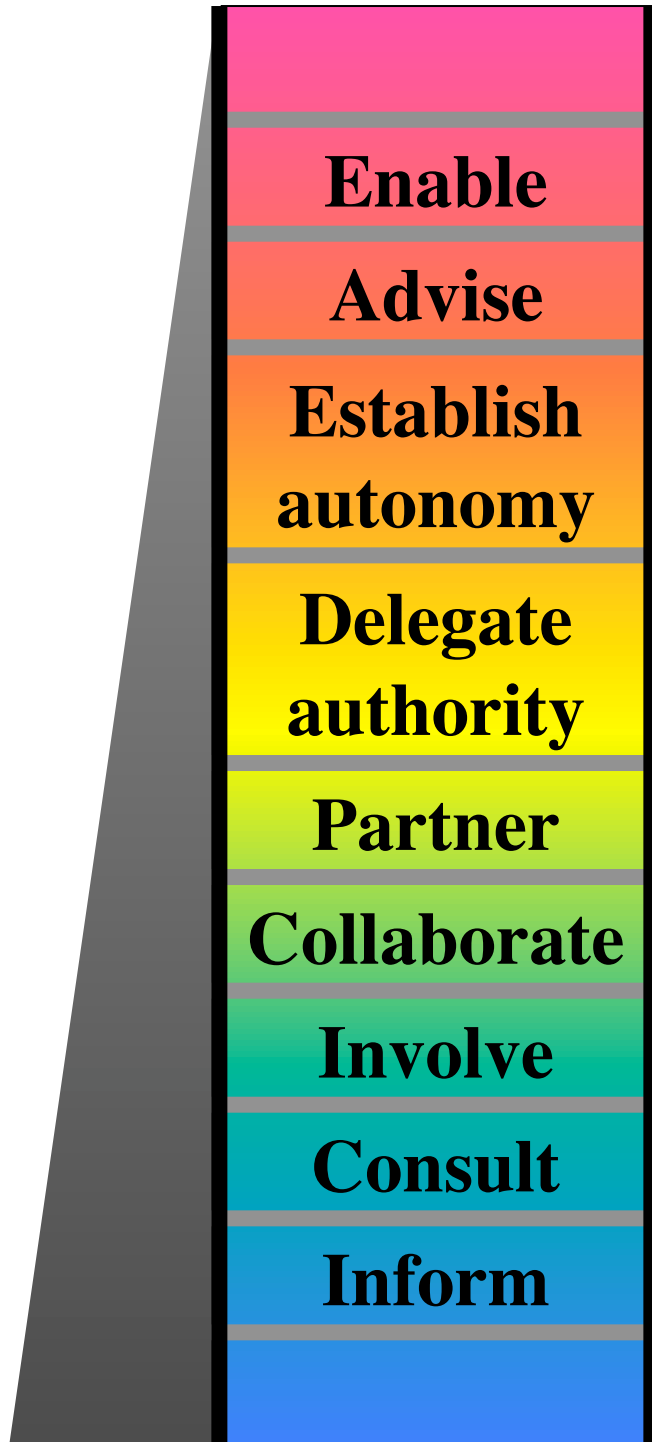


Water Tenure Reform: Developing an Extended Ladder of Participation

*"Politics of the Commons:
Articulating Development and
Strengthening Local
Practices"*

RCSD Conference, July 11-14,
2003, Chiang Mai, Thailand





- Participation, transparency, accountability and subsidiarity are accepted as policy principles
- Challenges of putting principles into practice
- Voice or empowerment?
 - Irrigation management transfer
 - Basin water governance
- Reversing the question ->
How much should government participate in decisions of citizens and their organizations?

Organization of the paper

- Ladders, spectrum and other typologies of participation
- An extended ladder of participation
- Applications to irrigation management and basin governance

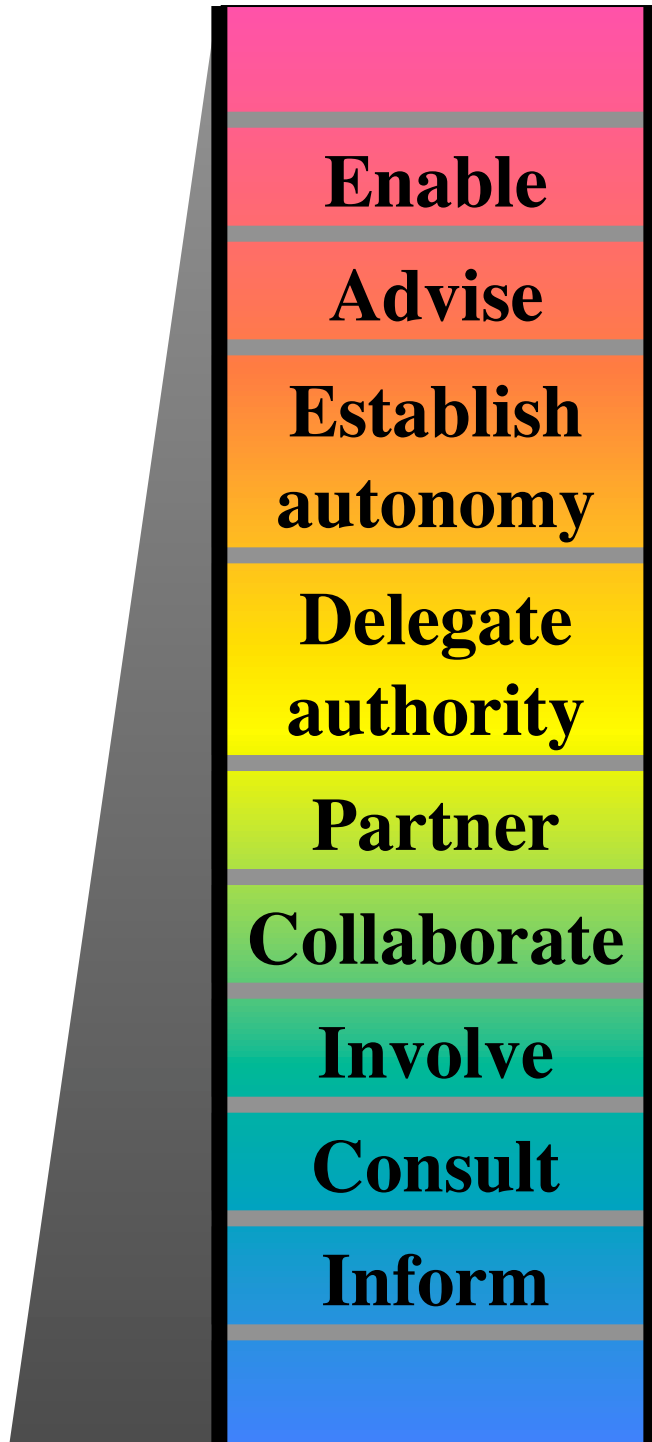


Figure 1. Ladder of Citizen Participation (Arnstein 1969)

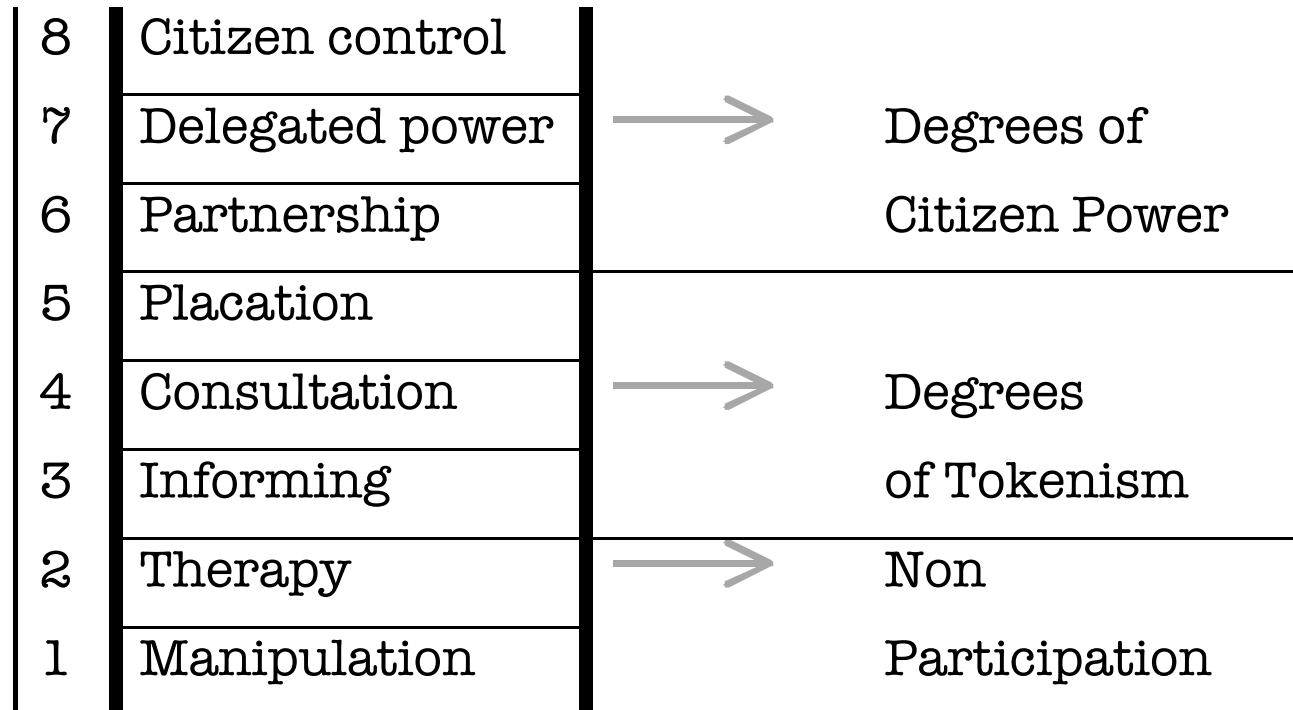


Figure 2. A New Ladder of Citizen Participation (Connor 1988)

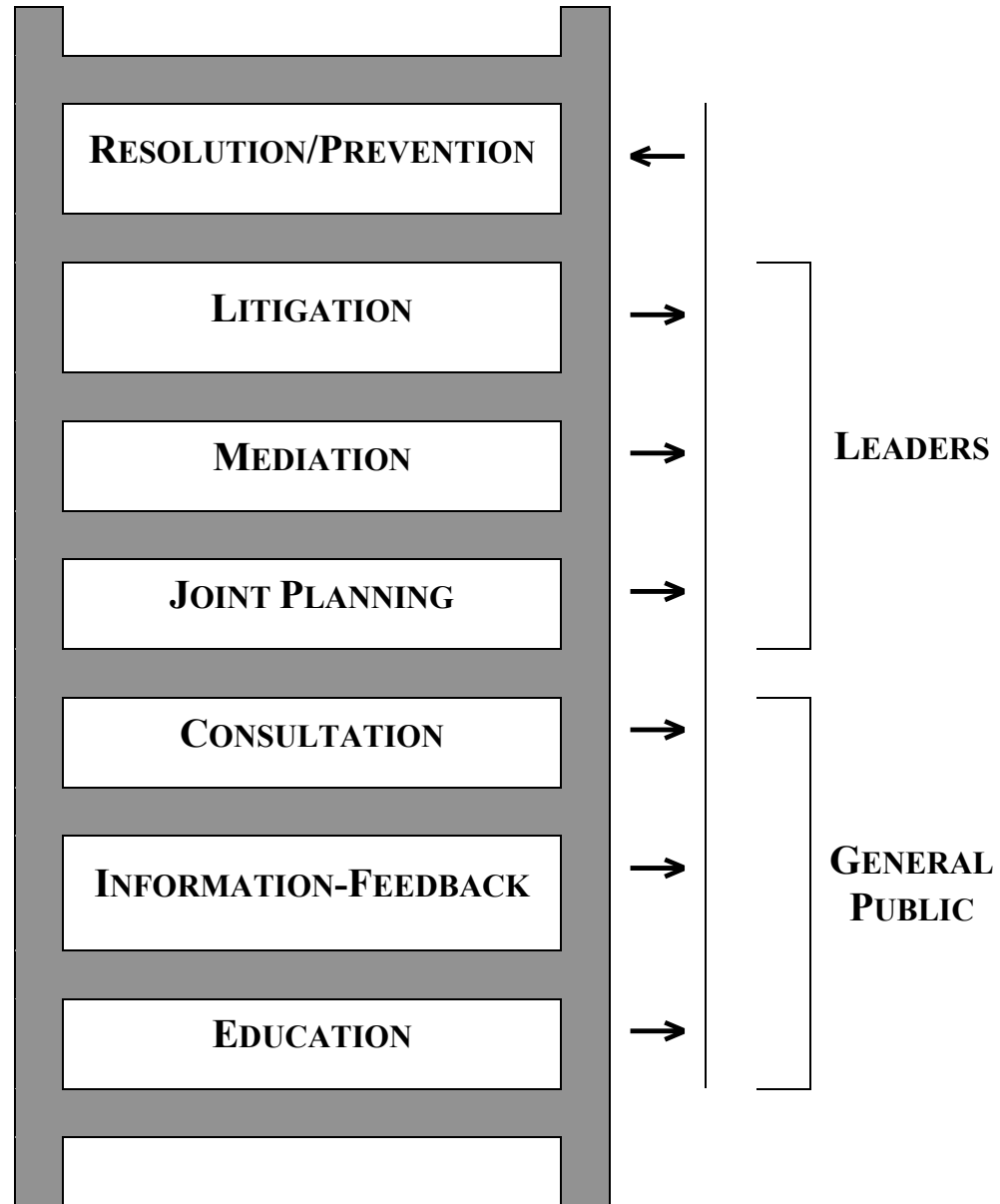


Figure 3. Levels of Shared Decision Making (Potapchuk 1991)

Government Decides
Government consults with Individuals and Decides
Government Consults with a Representative Group and Decides
Government Works with a Representative Group and They Jointly Decide
Government Delegates Decisions to Others

*Figure 4. A Ladder of Community Participation for Underdeveloped Countries
(Choguill 1996)*

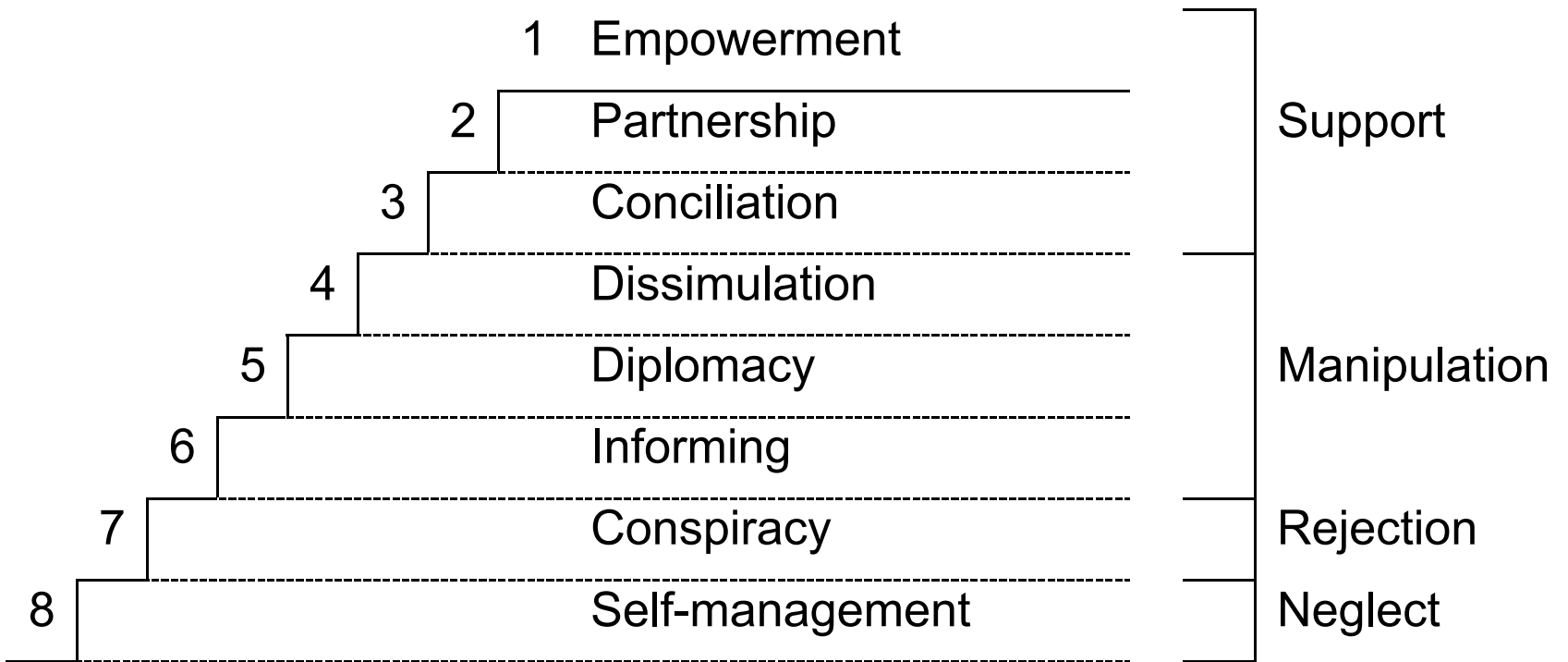
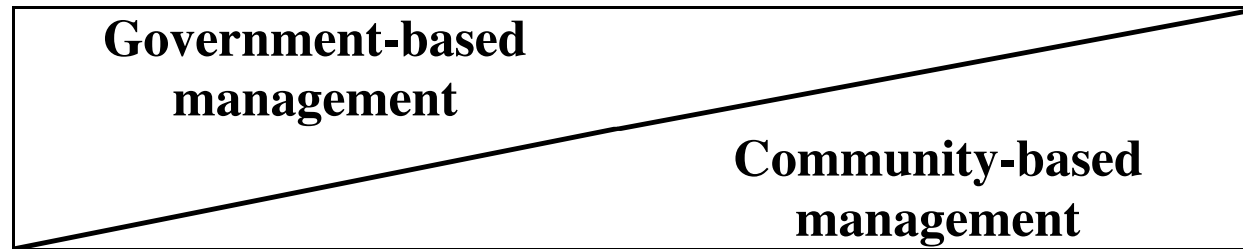


Figure 5. Levels of Co-management (Berkes 1994)

7	Partnership/Community Control	Partnership of equals, joint decision-making institutionalized; power delegated to community where feasible
6	Management Boards	Community is given opportunity to participate in developing and implementing management plans
5	Advisory Committees	Partnership in decision-making starts; joint action on common objectives
4	Communication	Start of two-way information exchange; local concerns begin to enter management plans
3	Co-operation	Community starts to have input into management; e.g. use of local knowledge, research assistants
2	Consultation	Start of face-to-face contact; community input heard but not necessarily heeded.
1	Informing	Community informed about decisions already made

*Figure 6. A Hierarchy of co-management arrangements
(Pomeroy 2000)*



Government
centralized
management

Co-management

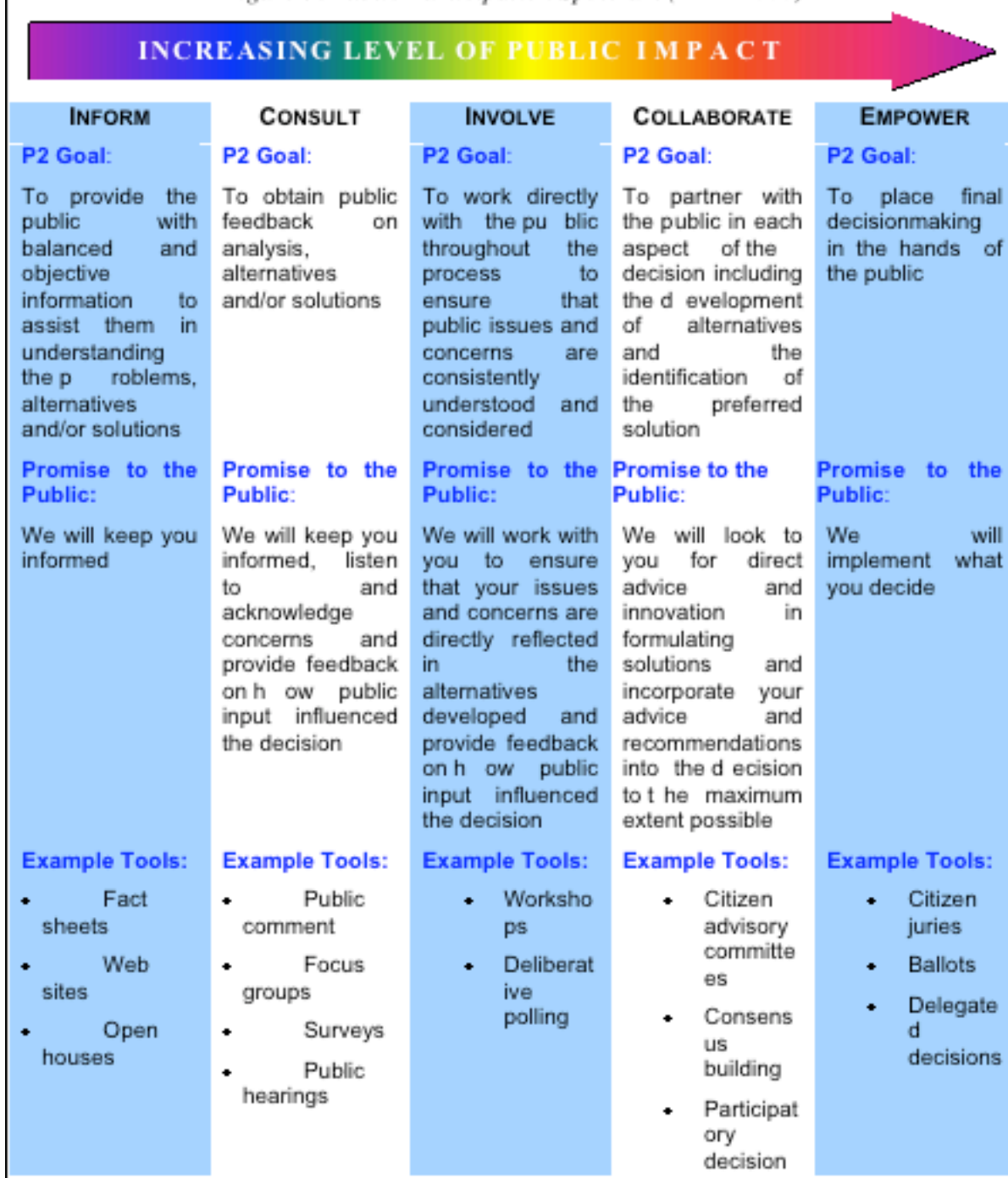
Community
self-governance
and
self-management

**instructive
consultative
cooperative
advisory
informative**

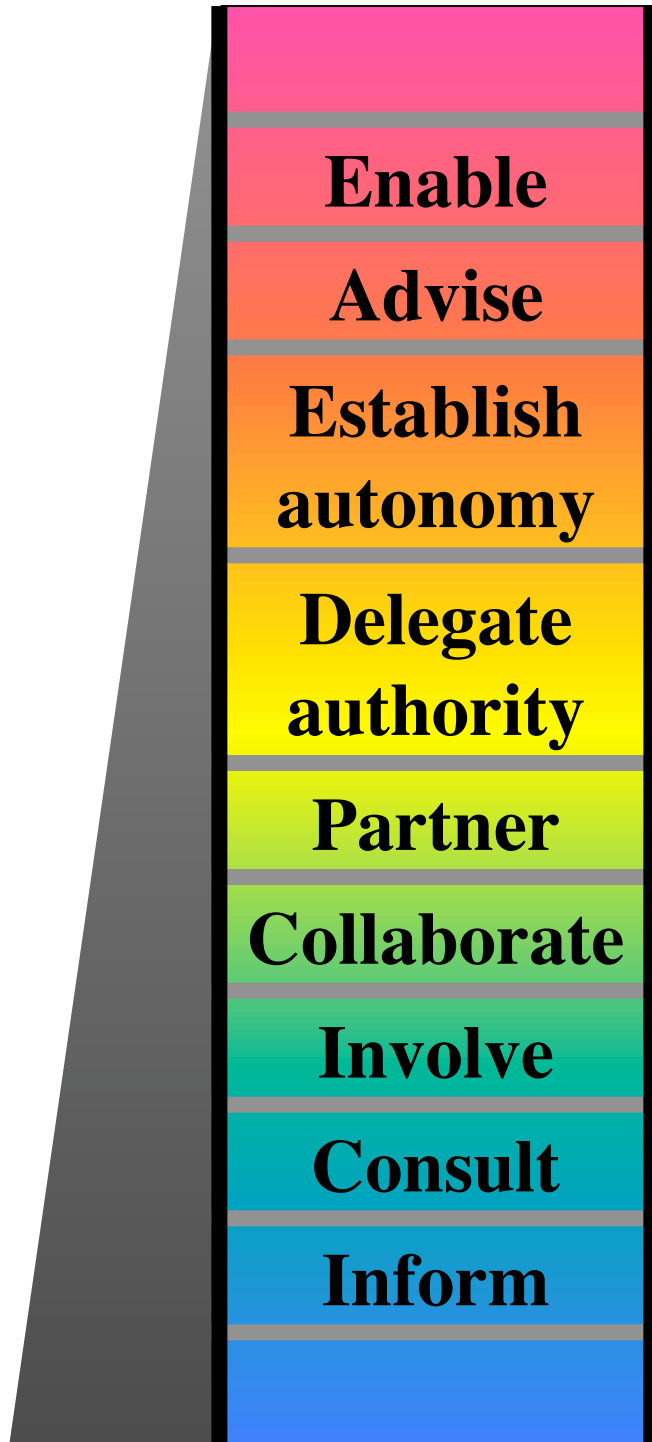
Typology of public participation in Australian natural resource management (Ross, Buchy and Proctor 2002)

- **Individual** management – no participation
- **Community-based** management with collective ownership
- **Community collective** activity, such as in environmental stewardship and conservation groups, typically involving volunteers in specific tasks concerning resources over which the group has no tenure rights
- **Organized interest groups**, which may be organized into peak bodies
- **Composite stakeholder bodies** to influence or coordinate, for example in regional planning and catchment management, perhaps having some devolved authority but without having formal tenure control over the resource
- **Shared management** through formally agreed partnerships for land or other resources under direct control of the parties.
- **Stakeholder-based planning** and negotiation, usually for a single issue
- **Consultation**
- **Information**
- **Agency or corporation management with no participation**

Figure 7. Public Participation Spectrum (IAP2 2000)

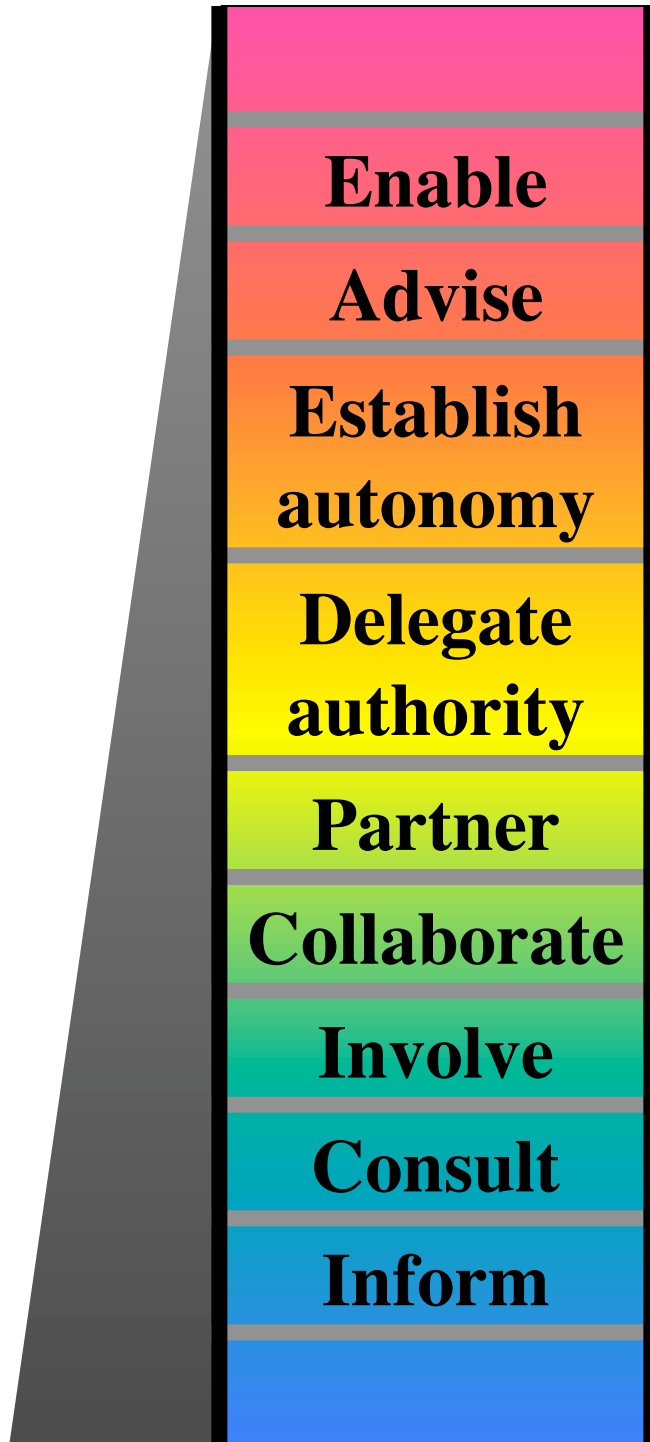


Enable	9. Framework providing status and recourse for organizations and individuals, Accountability based on organizational charter, reporting and auditing requirements, property rights, contracts, liability, etc.
Advise	8. Provision of information, guidance and other technical assistance as input to decisions, guidance for voluntary compliance, e.g. extension, statistical information and research, promotion of voluntary initiatives and coordination
Establish autonomy	7. Autonomous decisions by communities, organizations, or individuals, subject to compliance with specific laws and regulations, e.g. regulatory review for issuance and renewal of permits and licenses, enforcement of environmental standards
Delegate authority	6. Decisions by a group or organization with specific authorization, e.g. devolution by legal mandate, management concession, operating franchise, commission delegated power for final decision, court-sanctioned dispute settlement
Partner	5. Joint decisions by mutual agreement, co-operation where both sides hold veto power, e.g. some co-management agreements, intergovernmental organizations, public-private partnerships, contracts
Collaborate	4. Stakeholder representatives "at the table," active as team members in formulating and recommending alternatives, although final decision by one party. Task forces, working groups, negotiated rulemaking
Involve	3. Interactive discussion and dialogue, as a supplement to an existing internal decision process. Workshops, town hall meetings, some advisory groups
Consult	2. Two-way communications, receiving input, listening, exchange of views. Public hearings, written comments, question & answer sessions, interviews, focus groups, questionnaire surveys, etc.
Inform	1. One-way information dissemination about problems, analysis of alternatives and decisions, e.g. announcements, lectures, brochures, press releases, press releases, websites, reports, etc.



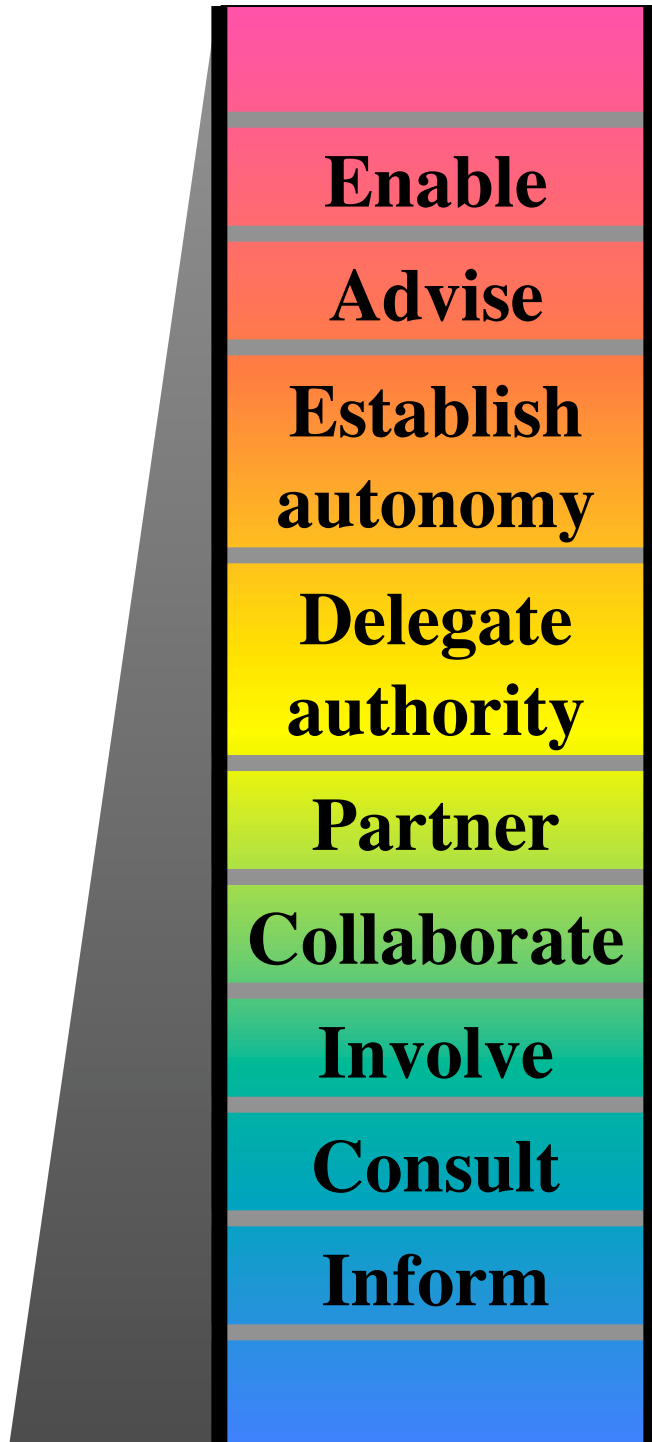
Inform

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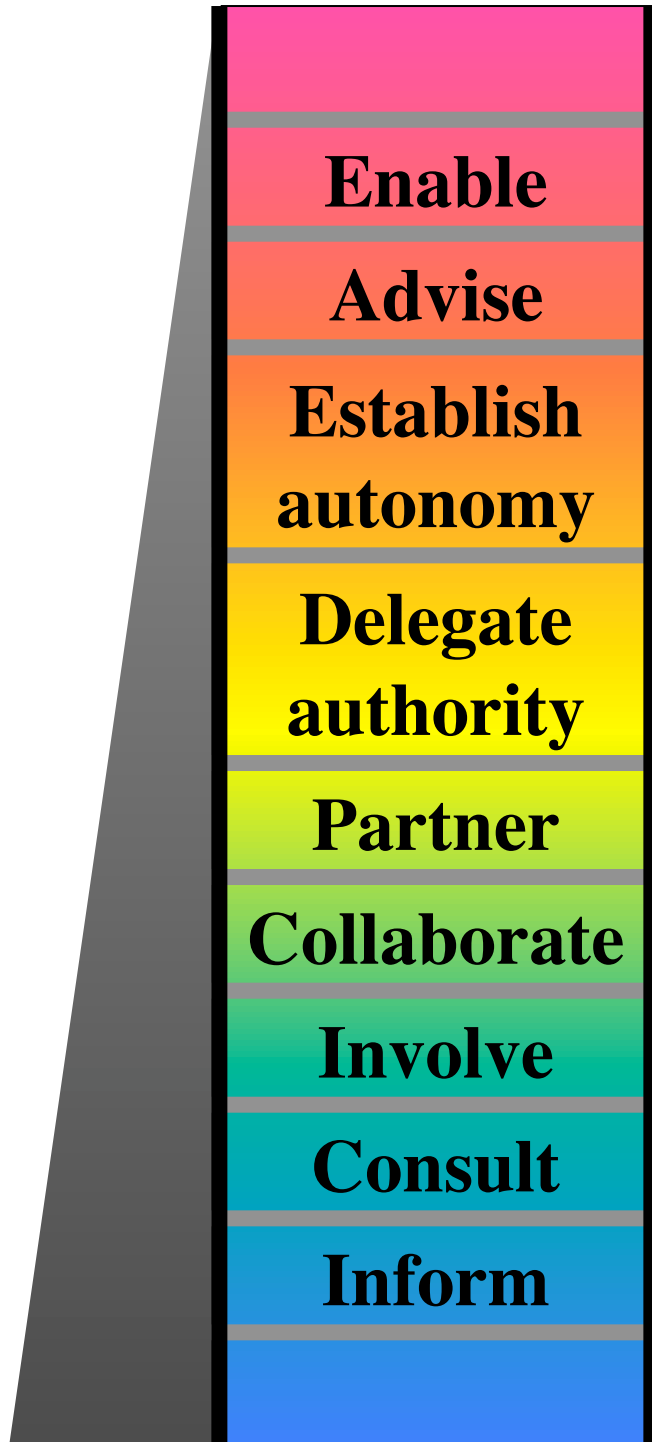
Consult

2. Two-way communications, receiving input, listening, exchange of views. Public hearings, written comments, question & answer sessions, interviews, focus groups, questionnaire surveys, etc.



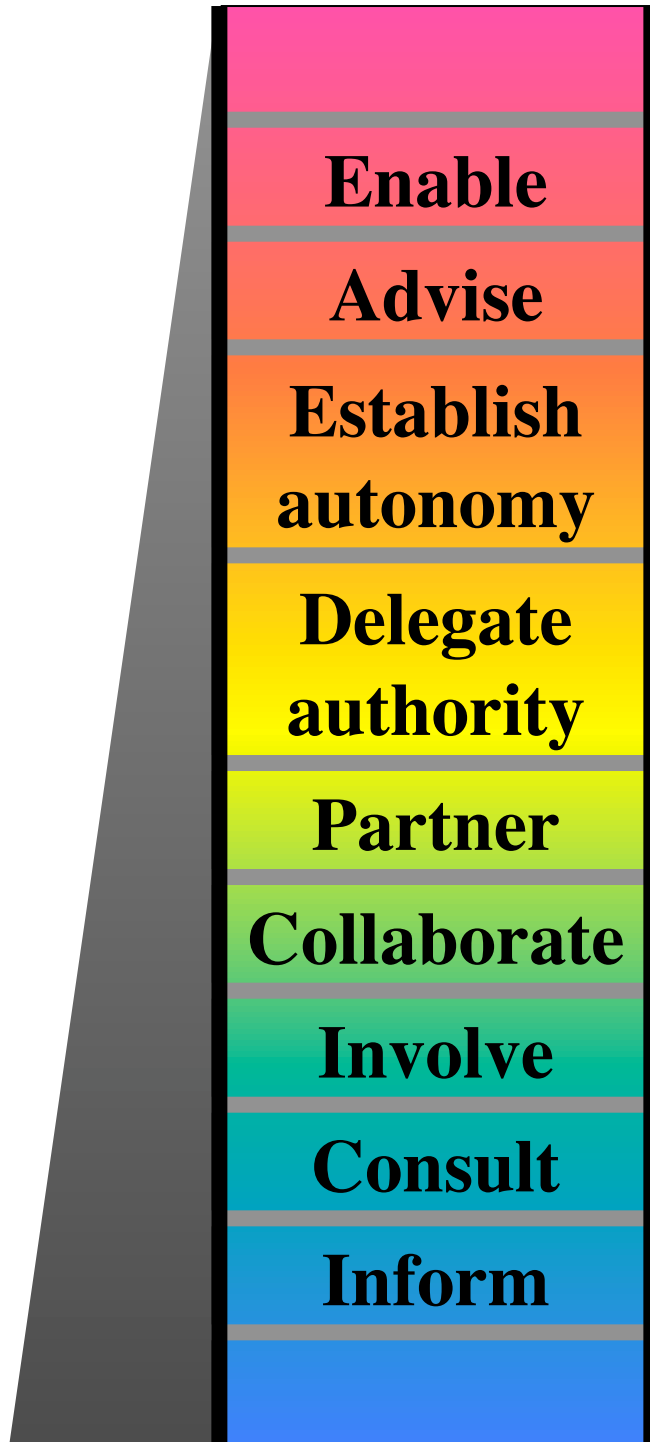
Involve

3. Interactive discussion and dialogue, as a supplement to an existing internal decision process.
Workshops, town hall meetings, some advisory groups



Collaborate

4. Stakeholder representatives “at the table,” active as team members in formulating and recommending alternatives, although final decision by one party. Task forces, working groups, negotiated rulemaking

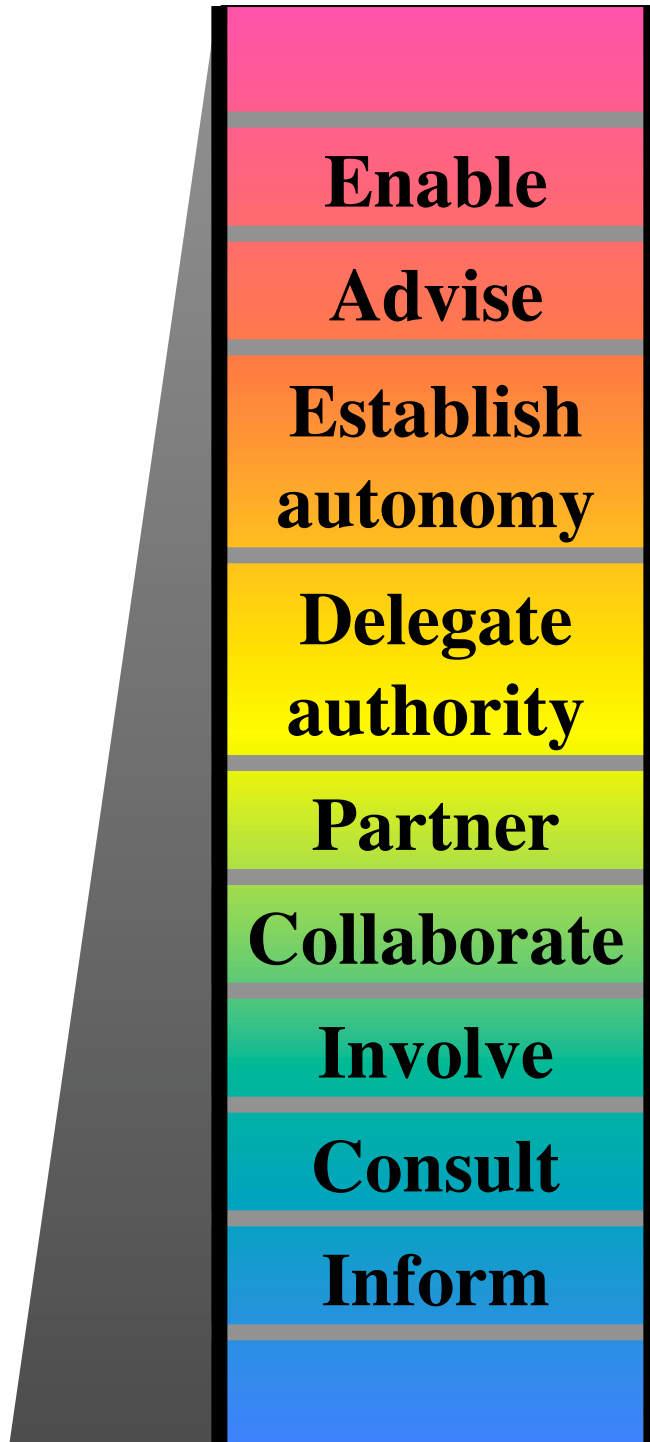


Partner

5. Joint decisions by mutual agreement, co-operation where both sides hold veto power, e.g. some co-management agreements, intergovernmental organizations, public-private partnerships, contracts

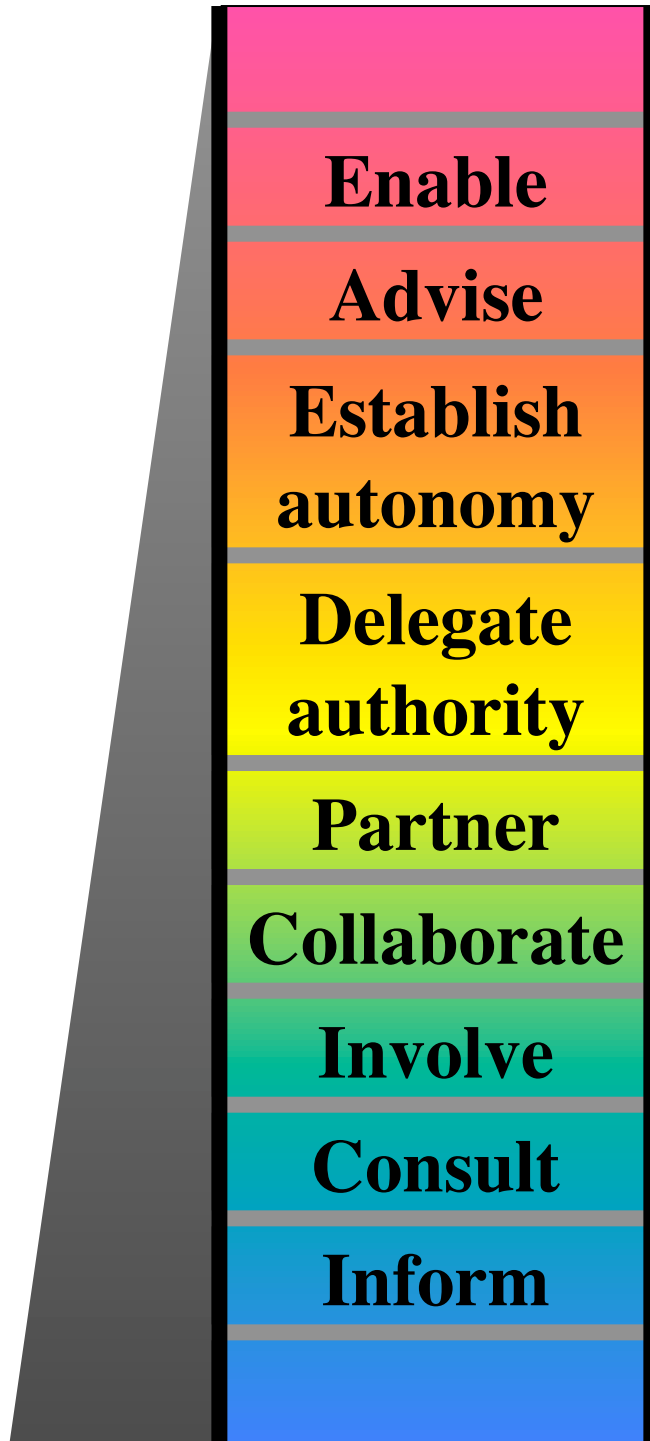
Delegate authority

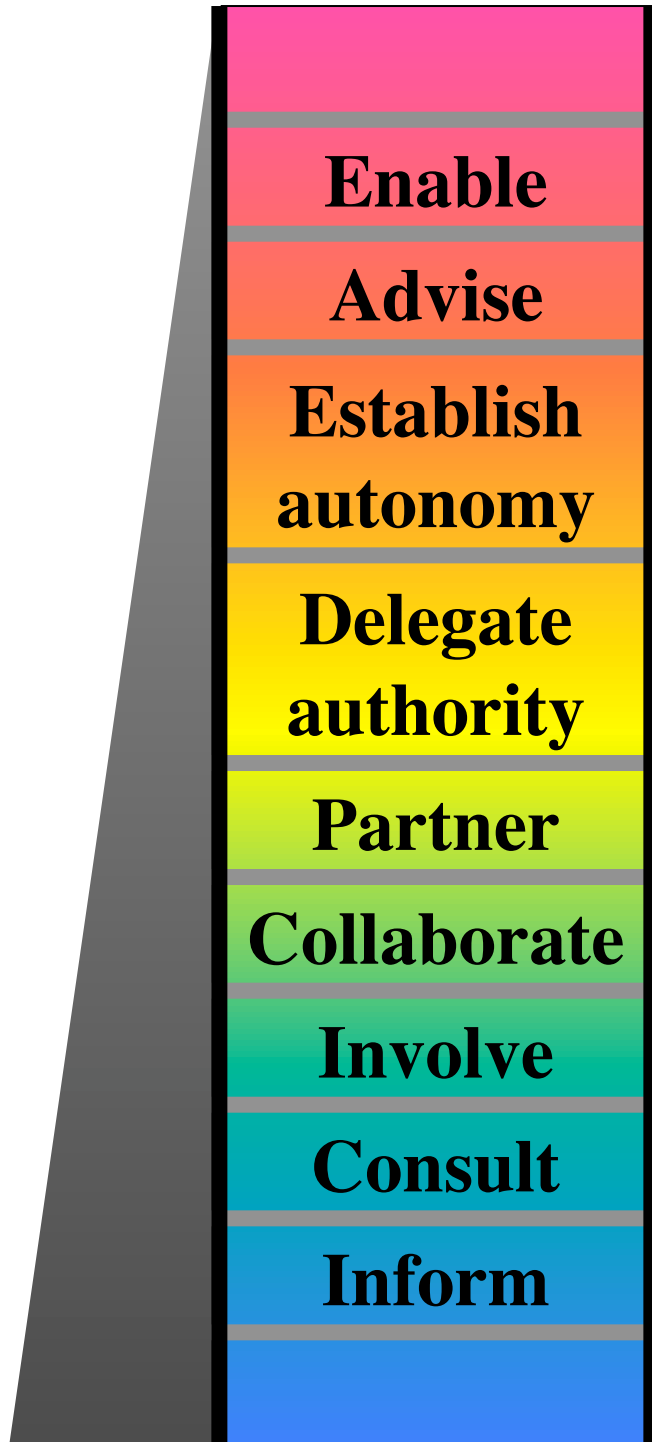
6. Decisions by a group or organization with specific authorization, e.g. devolution by legal mandate, management concession, operating franchise, commission delegated power for final decision, court-sanctioned dispute settlement



Establish autonomy

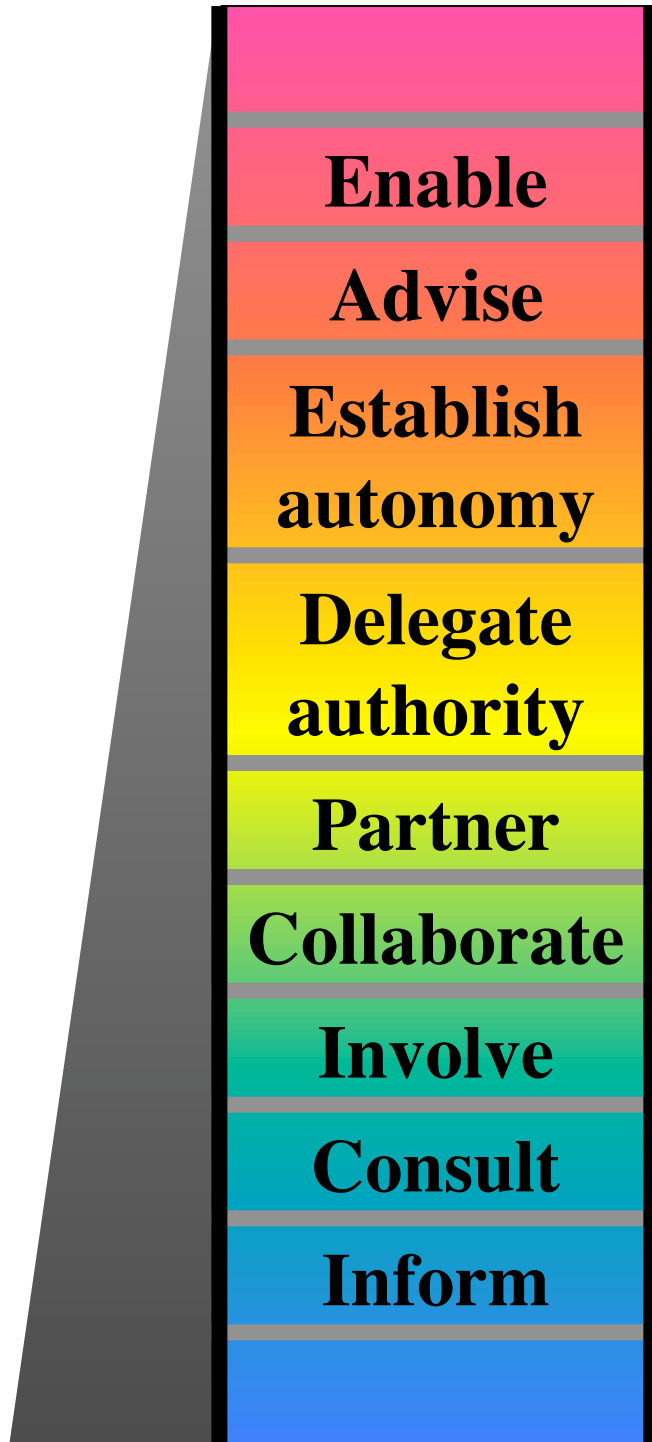
7. Autonomous decisions by communities, organizations, or individuals, subject to compliance with specific laws and regulations, e.g. regulatory review for issuance and renewal of permits and licenses, enforcement of environmental standards





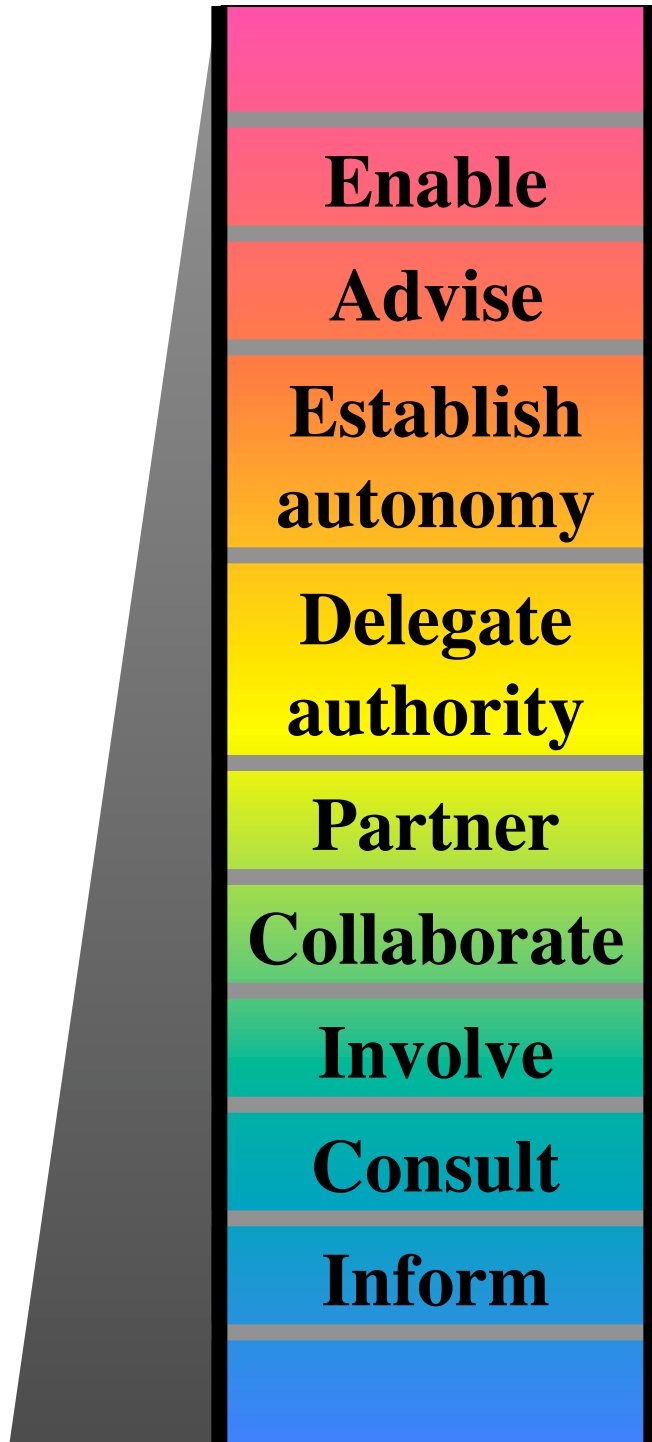
Advise

8. Provision of information, guidance and other technical assistance as input to decisions, guidance for voluntary compliance, e.g, extension, statistical information and research, promotion of voluntary initiatives and coordination



Enable

9. Framework providing status and recourse for organizations and individuals, Accountability based on organizational charter, reporting and auditing requirements, property rights, contracts, liability, etc.



Enable

Advise

**Establish
autonomy**

**Delegate
authority**

Partner

Collaborate

Involve

Consult

Inform

Examples

- Irrigation management transfer
- Irrigation system management
- Basin water allocation
- Integrated water resources management

Conclusions

Participation scales should extend beyond public engagement in government decisions to include a range of options for empowering autonomous decisions by citizens and their organizations



Enable

Advise

**Establish
autonomy**

**Delegate
authority**

Partner

Collaborate

Involve

Consult

Inform